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C E N T R A L I N T E L L I G E N C E A G E N C Y

22 June 1960

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SUBJECT: A Tentative Comparison of the Costs of the Various Soviet Military Missions

1. Over the recent past we have received several indications that it would be useful to have a comparison of the various Soviet military missions in terms of expenditures. The attachment to this memorandum provides such a comparison, tentatively based on the estimates which underlie the ORR contribution to NIE 11-4-59, Main Trends in Soviet Capabilities and Policies, 1959-64, adjusted for the changes indicated by NIE 11-3-60, Sino-Soviet Bloc Air Defense Capabilities Through Mid-1965.

2. It should be noted that the attachment does not reflect the newer estimate of Soviet military manpower made in SNIE 11-6-60, Strength of the Armed Forces of the USSR. Therefore, the numbers in the attachment should be regarded only as gross orders of relative magnitude which are subject to possible significant revisions.

3. On the occasion of our contribution to NIE 11-4-60 we plan to provide a revision of the table in the attachment. Any comments which might lead to improvement should be addressed to [REDACTED]

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OTTO E. GUERRE
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Enclosure:
Attachment A

ATTACHMENT A

A Tentative Comparison of the
Costs of the Various Soviet Military Missions

1. General

As gross orders of magnitude, the relative importance of the various Soviet military missions, when compared in terms of percentage of total military expenditures, may be tentatively considered to be as follows:

Air Defense	20
Strategic Attack	10
Ground	25
Naval	10
 Total Mission Related	 65
 Command & Support	 10
Residual	25
 Total	 100

The accompanying table in this attachment indicates the basis for the above generalization. The values stated in the table are based on the ORR contribution to NIE 11-4-59, Main Trends in Soviet Capabilities and Policies, 1959-64, as adjusted to reflect the revised air defense estimate set out in NIE 11-3-60, Sino-Soviet Bloc Air Defense Capabilities Through Mid-1965. The primary purpose for which this table was prepared was method rather than findings; the table represents the culmination of recent continuing efforts to describe the military-economic expenditures of the Soviet Union consistently and completely on a mission-oriented basis.

The underlying inputs to the table are to be regarded as both tentative and hypothetical and neither the interim or final position of CIA or any of the other agencies constituting the intelligence community. In terms of Soviet reality both the historical and projection period may be subject to significant revision. The definitions used and approach followed are set out below.

2. Definitions and Approach

Total military expenditures for 1955-64 have been allocated insofar as possible to four missions - air defense, strategic attack, ground, and naval. Those outlays which cannot be related to one of these missions have been placed in one of two remaining categories. Expenditures for elements of

the command and administrative structure and their associated training and support units at military district headquarters (or their equivalents) and at the Ministry of Defense are defined as command and support. Also included are expenditures of a direct support nature which cannot be attributed to a specific mission at this time. These include pay for civilian personnel, transportation costs, printing and publishing costs, and the like. All of the remaining military expenditures, also of an overhead nature, are left in a residual category.

The missions are defined in terms of the major weapons systems used in performing a given function. All military units which either operate or directly support these systems are assigned to the same mission to which the hardware belongs. Each mission, then, comprises a collection of weapons and support equipment together with their related personnel, facilities, and support material. Mission expenditures encompass all expenditures for these personnel, for procuring, operating, and maintaining the weapons and equipment and for constructing the associated facilities. The definitional basis for the allocation of weapons and equipment to one mission rather than another is not definitely settled. The mission breakdown presented in the table allocates major weapons and equipment in the following manner:

a) The air defense mission includes all weapons and equipment which could be used in the defense of the USSR against air attack. Thus it contains all ground, naval, and PVO AAA units, the PVO control and warning structure, and all fighter aircraft except those assigned to a reconnaissance or ground attack role.

b) Similarly, the strategic attack mission is based upon the weapons systems suitable for long-range attack---long-range surface-to-surface missiles, submarine-launched surface-to-surface missiles, missile launching submarines, all heavy and medium bombers/tankers, and the nuclear bombs and warheads related to these systems.

c) The ground mission is built around the weapons used in conventional land warfare, except for AAA systems, and therefore includes all units associated with these weapons. In addition, aircraft used in a tactical role in support of these units (light bombers, transports, ground attack and reconnaissance aircraft, and utility-liaison aircraft) have been assigned to this mission along with their supporting personnel and equipment.

d) The last mission, the naval, embodies those surface ships, submarines, and aircraft intended for use against opposing naval forces or enemy shipping.

e) Some examples may be cited to illustrate the division of the expenditures not allocated to the four missions. The costs of personnel, equipment, and facilities at military district headquarters and at the Ministry of Defense cannot be allocated to the missions at present but are closely associated with them. Therefore, they are put in command and support. Other expenditures which contribute to national security have a more distant relation to the primary missions and are placed in a residual category. These expenditures include those for pensions, reserve training, DOSAAF, the security forces, research and development, and nuclear energy costs not allocated to weapons.

Approved For Release 2002/01/03 : CIA-RDP79R00961A001100050009-2

Military Expenditures by Mission 1/
 (Billion 1955 Rubles)

	<u>Average Annual Expenditures</u>		<u>Percent</u>	
	<u>1955-1959</u>	<u>1960-1964</u>	<u>1955-1959</u>	<u>1960-1964</u>
Air Defense	30.6	33.2	19	19
Strategic Attack	15.5	20.4	10	11
Ground	40.6	43.0	25	24
Naval	17.1	15.4	11	8
Total Mission Related	103.9	112.0	65	62
Command & Support	15.4	15.5	9	9
Residual	42.0	54.2	26	31
Total Expenditures	<u>161.3</u>	<u>181.6</u>	<u>100</u>	<u>100</u>

1/ Figures are rounded. Totals are derived from unrounded data and do not always agree with those based on rounded components.